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Comprehensive analysis of the Office of Military Affairs in the Department of Peacekeeping Operations

Report of the Secretary-General

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Summary

In paragraphs 36 and 37 of its resolution 62/250, the General Assembly requested the Secretary-General to submit a comprehensive report to the Assembly at its sixty-fourth session on the implementation of the strengthening of the Office of Military Affairs and its impact on the organization and capacities of the Office and requested the Special Committee on Peacekeeping Operations to consider the report at its 2010 substantive session. In addition, in its resolution 63/280, the General Assembly endorsed the proposals contained in the report of the Special Committee on Peacekeeping Operations (A/63/19). In its report, the Special Committee requested the Secretariat to assess the efficiency of the Office of Military Affairs in the light of the recent strengthening, and to address the issue of start-up and surge capacity, including through the idea of temporary dedicated mission cells within the Office, staffed with personnel provided by participating troop-contributing countries. Finally, in paragraph 25 of its resolution 62/265 entitled financing of the United Nations Interim Force in Lebanon, the General Assembly requested the Secretary-General to assess whether the strengthening of the Office of Military Affairs approved in its resolution 62/250 had provided sufficient capacity and capability to meet the target date of 30 June 2010 for the termination of the Strategic Military Cell.

The present report responds to those requests. Section I provides background on the enhancement of the Office of Military Affairs and an overview of the present report. Section II briefly outlines the significant evolution in United Nations peacekeeping and considers the implications of those changes for the support of military activities in field operations. Section III details the recruitment status regarding the new posts. Section IV provides a summary of the desired aims of the Office of Military Affairs, as outlined by the Secretary-General in his report to the General Assembly (A/62/752). Section V provides comprehensive details on the implementation of the strengthening of the Office of Military Affairs. Section VI sets out priority areas for the future enhancement of the Office of Military Affairs. Section VII contains conclusions and observations. Section VIII identifies actions that the General Assembly may wish to consider. The annex contains the organization chart of the Office of Military Affairs as at 1 July 2008.

The overall conclusions set out in the present report are that the strengthened Office: is now capable of providing increased strategic direction, oversight and situational awareness; has developed a limited mission start-up, surge and crisis response capability; and now has the full functionality to facilitate the cessation of Strategic Military Cell operations by the target date of 30 June 2010. In the context of an evolving peacekeeping environment, the report is also informed by the key challenges and priorities for United Nations peacekeeping that are being discussed with Member States in terms of the New Horizon process. In this regard, the present report should be read in the light of the analysis and proposals contained in the annual report of the Secretary-General to the Special Committee on Peacekeeping Operations and a forthcoming report of the Secretary-General on the global field support strategy.

Notwithstanding these improvements, the Office of Military Affairs has yet to develop its ability to enhance strategic military expertise in the Department of Peacekeeping Operations through better continuity and staff support. Justification for

the continuation of the resources approved by the General Assembly in its resolution 62/250 and any required adjustments will be reflected in the budget for the support account for peacekeeping operations for the period from 1 July 2010 to 30 June 2011.

I. Introduction

1. The report of the Secretary-General on the comprehensive analysis of the Office of Military Affairs in the Department of Peacekeeping Operations (A/62/752) identified that the increasingly complex and challenging nature of peacekeeping missions, particularly those involving a Chapter VII mandate and partnerships with other organizations, required an enhanced and more capable military staff in the Secretariat. The analysis identified the need for additional military officers at the Secretariat level to: provide strategic military advice and guidance; monitor, support and report on current military operations; enhance the existing military planning capability; and analyse military threats.

2. In June 2008, pursuant to resolution 62/250, 39 additional posts were authorized to strengthen the Office of Military Affairs. In its resolutions 62/250 and 62/265, the General Assembly requested the Secretary-General to submit a comprehensive report to: (a) describe the impact of strengthening on the organization and capacities of the Office; and (b) assess whether the strengthening had provided sufficient capacity and capability to meet the target date of 30 June 2010 for the termination of the Strategic Military Cell. In addition, in its resolution 63/280, the Assembly endorsed the proposals, recommendations and conclusions of the Special Committee on Peacekeeping Operations, as contained in the Committee report (A/63/19), including the request of the Committee for the Secretariat to assess the efficiency of the Office in the light of the recent strengthening, and to address the issue of start-up and surge capacity.

3. The present report addresses the impact of the strengthening on the organization, capacities and effectiveness of the Office of Military Affairs. It provides a detailed account of how the strengthening has qualitatively enhanced the ability of the Office to provide strategic and operational expertise to better support Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat. The report describes specific areas where strengthening has already enabled the Office to effect capability enhancements consistent with the demands of Member States and identifies areas where the Office anticipates further improvement in the near future. Notably, the report assesses how the strengthening has enabled the Office of Military Affairs to develop a limited mission start-up and surge capacity, and sufficient capacities and capabilities to meet the target date of 30 June 2010 for cessation of Strategic Military Cell operations. It also touches upon proposals to be included in the budget for the support account for peacekeeping operations for the period from 1 July 2010 to 30 June 2011, including to strengthen the administrative support and measures to ensure continuity and experience at an appropriate level within the Office of Military Affairs.

II. Evolution in United Nations peacekeeping

4. United Nations peacekeeping continues to embrace a wide spectrum of operations, ranging from more traditional monitoring missions to large multidimensional operations. United Nations peacekeeping continues to evolve, both conceptually and operationally, to meet new demands, challenges and political realities. United Nations peacekeeping operations are complex, and peacekeepers are mandated to assist the political process, support security sector reform, provide

mission-specific operational advice, counter escalating inter-tribal violence, disarm and reintegrate former combatants and support the return of internally displaced persons and refugees. In addition, United Nations peacekeeping operations are more frequently required to operate in higher threat environments, in which peace agreements and ceasefires are elusive. These more challenging operational environments require new levels of preparedness, strengthened military capabilities to include the capacity and capability to deter and confront any obstruction to the implementation of a mission mandate and the ability to provide greater oversight.

5. As at the date of the submission of the present report, the Department of Peacekeeping Operations and the Department of Field Support manage and support 15 peacekeeping missions worldwide. The Office of Military Affairs provides military support to four political missions led by the Department of Political Affairs and provides military advisers to the African Union to strengthen its long-term capacity and to support its current operations. As at 31 August 2009, over 117,000 military, police and civilian personnel were deployed on United Nations missions, including over 83,000 military personnel. Moreover, several of the missions have undergone significant expansion during the past five years, with new missions in the Central African Republic and Chad, and in Darfur. As a result, the United Nations is the largest multilateral contributor to post-conflict stabilization worldwide. Notably, the current strength of military personnel deployed on United Nations peacekeeping missions represents an eightfold increase in United Nations peacekeeping since 1999. In addition, the global nature of United Nations peacekeeping surpasses any other national or international effort.

6. The increased complexity of United Nations peacekeeping is evidenced by the African Union-United Nations Hybrid Operation in Darfur, the critical support provided by the European Union in the start-up phase of the United Nations Mission in the Central African Republic and Chad, and Member States efforts against piracy. These operations constitute unique and complex models of cooperation and partnerships between United Nations peacekeeping and other organizations. They have required military engagement between organizations in military planning at the strategic level, force generation, deployment, support and monitoring to ensure coherence and mutual reinforcement of collective efforts.

7. The more challenging operational environments have led to Member States increasing their demand for prompt and professional advice and guidance from the United Nations on the preparation of military contingents and officers for such missions. In addition, crisis situations require constant monitoring by the Secretariat in order to prepare and, if necessary, implement contingency plans, in conjunction with the mission. Troop-contributing countries must also be briefed on the situation and the intentions of the United Nations. Given that crisis situations endanger the lives of United Nations personnel and those under their protection, additional security measures are required by the military to mitigate these risks. Furthermore, the deployment of troops into higher threat and complex environments, coupled with a growing number of specialized operations, requires highly qualified military personnel to plan and generate those capabilities. The delivery of time-sensitive information on activities that pose a direct threat to United Nations personnel and those under their protection is therefore essential. Consequently, the Office of Military Affairs has recognized the need for an increased capacity to collate military information, produce assessments and sound contingency plans and engage with Member States, military elements deployed to the field, the leadership of the

Departments of Peacekeeping Operations, Political Affairs and Field Support, as well as other areas of the Organization, and regional organizations such as the African Union.

8. Finally, a long-standing challenge has been the ability to start up and expand missions within the timelines set by the Security Council. While the United Nations Standby Arrangements System provides a guide to available resources within set time frames, it provides no guarantee of troop contribution. In addition, the experience of force generation for the establishment of military component headquarters in the field demonstrates that the United Nations cannot rely on the option of calling upon Member States to provide a start-up capacity at short notice. This can contribute to a serious loss of momentum in the political or ceasefire process. Hence, the Office of Military Affairs has recognized the need to develop an organic capacity that can be temporarily deployed to the field to facilitate rapid mission start-up or to assist in providing a surge capacity in support of an existing mission.

III. Recruitment status of the Office of Military Affairs

9. In terms of the 39 new positions authorized for the Office of Military Affairs in June 2008, one third of the personnel had arrived by 30 June 2009, two thirds had arrived by 30 September 2009 and, as at the date of submission of the present report, virtually the entire strength (38 of the 39 new positions) had arrived. The successful candidate for the remaining position declined the offer of appointment two weeks prior to his expected arrival date, and the position has been advertised in the vacancy announcements campaign 2010.

10. Member States also approved six additional military positions as part of the Office of Military Affairs staffing complement, who serve as embedded officers with the Department of Field Support. Of the six new positions authorized for the Department of Field Support, two positions were filled in October and November and, as at the date of submission of the present report, the four remaining positions have been recruited but have not yet arrived, pending visa and other administrative requirements. These officers are expected to arrive early in the first quarter of 2010.

IV. Desired aim of the Office of Military Affairs

11. The Office of Military Affairs seeks to be the effective, efficient and responsive military body at United Nations Headquarters that inspires the confidence of Member States, military elements deployed to the field, the Secretary-General, the leadership of the Departments of Peacekeeping Operations, Political Affairs and Field Support, as well as other areas of the Organization and regional organizations. To achieve this desired aim, the Office of Military Affairs has identified three key tasks. First, it seeks to provide timely, accurate and relevant military expertise to Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat. Second, it seeks to provide effective support and guidance to the military components of peacekeeping operations and special political missions. Third, it seeks to provide staff to support and conduct the start-up of a new mission or of a surge in support of an existing mission.

V. Current and anticipated capabilities

12. The enhancement of the Office of Military Affairs has enabled the Office to address effectively the challenges and deficiencies it identified in the 2008 comprehensive analysis (A/62/752) and to mitigate the key risks identified by the Office of Internal Oversight in its 10 September 2008 risk assessment of the Department of Peacekeeping Operations. In the report, the Office stated that it had an insufficient information and analysis capacity for military planning, an insufficient number of planning officers, insufficient maritime and aviation expertise and a lack of officers to establish a mission start-up or surge capability.

13. The addition of new military and civilian personnel, coupled with a significant investment in developing military planning guidelines, doctrine and support for training, have enhanced the ability of the Office to:

(a) Provide strategic guidance and oversight;

(b) Develop a better capacity to continuously survey the situation in the field;

(c) Provide situational awareness of future challenges;

(d) Conduct threat analysis, enhancing force protection and crisis response;

(e) Conduct strategic and operational planning;

(f) Provide expertise in specialized areas of activity to include critical military expertise as part of Department of Policy, Evaluation and Training-led mission evaluations;

(g) Develop more accurate mission databases, improve internal coordination and therefore enhance its support of Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat.

In particular, the addition of a Chief of Staff position (D-1) has enabled greater oversight, synergy and effectiveness within the Office and has enhanced coordination among the Services and teams.

14. The strengthening of the Office has also enabled it to improve coordination with, and the provision of military expertise to, the military personnel assigned to the Office of Operations integrated operational teams. The integrated operational team concept in the Office of Operations contributes towards ensuring the integration of efforts between the Departments of Peacekeeping Operations and Field Support in their direction and support to peacekeeping missions. The teams are particularly important in the start-up phase to establish a new mission and in terms of providing support for existing missions during periods of high operational activity. The teams also develop integrated mission assessments and integrated deployment plans and draw on specialist support from all areas, including the military. The military personnel assigned to the integrated operational teams represent, and have the delegated authority from the Office of Military Affairs to convey, the position of the Office of Military Affairs. Clear roles and responsibilities between the two Offices have been established, and coordination is achieved in formal weekly meetings between the Military Adviser, Service Chiefs and Team Chiefs and each Senior Military Liaison Officer, and in daily coordination

at the Desk Officer-level between the Office of Military Affairs and each integrated operational team.

15. The strengthening of the Office of Military Affairs has enabled the Office to develop a limited mission start-up and surge capacity and to meet the target date of 30 June 2010 for the Strategic Military Cell to cease operations.

16. The Office of Military Affairs recognizes that the more complex missions and more challenging military tasks that characterize United Nations peacekeeping have increased the need to facilitate the flow of information to Member States. In particular, national Governments, the media and the public of the more than 110 troop-contributing countries increasingly seek information about the missions to which their military forces are deployed or may be deployed. The strengthening of the Office has enabled the Office to improve the flow of strategic and operational information to Member States, including through more frequent meetings with troop-contributing countries, bilateral meetings and direct engagement. In addition, it has enabled the Office to engage troop-contributing countries well in advance of the Security Council meetings.

17. The anticipated capabilities arising from the four embedded positions located in the Logistics Support Division of the Department of Field Support will:

(a) Improve the management and accountability of field fuel operations, including the creation of fuel management policies, and programmes for military contingents containing over 100,000 troops;

(b) Enhance the strategic management of contingent-owned equipment, including cross-cutting analysis of equipment inventories, contingent capabilities and performance, trends and associated costs, as well as the management of memorandums of understanding, resulting in cost savings in the delivery of equipment and services by troop contributors and the Department of Field Support to field missions;

(c) Improve the planning and coordination of military engineering tasks in support of field operations;

(d) Develop policies, procedures and standards for military air aviation activities to ensure the adequacy of all existing arrangements for military aviation in operations, safety compliance and aviation security requirements in support of peacekeeping by the Department.

A. Military Planning Service

18. Within the overall political framework set by a Security Council mandate, the Military Planning Service is responsible for developing military strategic and operational plans for the military components of current and future peacekeeping operations, in close consultation with the Office of Operations and other relevant entities within the United Nations system. It has four principal functions. First, it provides military planning expertise to the Secretariat and military components of peacekeeping operations. Second, it conducts long-range contingency planning for developing crises as directed by the senior management. Third, it provides the core military contribution in technical assessment missions related to potential future

peacekeeping missions. Fourth, it prepares and revises all strategic military plans and directives for the military components of peacekeeping missions.

19. The strengthening of the Office has enabled the Military Planning Service to develop a greater strategic and operational military planning capability, to provide enhanced situational awareness for decision makers and to facilitate greater effectiveness within peacekeeping operations. The increase of Professional staff has enhanced the ability of the Office to inform decision makers in the Departments of Peacekeeping Operations and Field Support of current planning issues and to develop effective response options. Whereas previously a Planning Officer had responsibility for several missions, the increase in staff numbers has enabled the Military Planning Service to allocate at least one Planning Officer to cover each mission. Moreover the recruitment of specialist personnel has created a new future plans dedicated capability, including maritime and aviation specialists, and has enhanced the capability of the Military Planning Service to conduct contingency planning for existing and potential missions. This is a notable development since such specialist expertise did not previously exist. This capability will continue to develop as the desk officers increase their knowledge of current peacekeeping operations and potential crises, and will also benefit from the development of Assessment Team products.

20. The strengthening of the Office has also enabled the Service to increase its ability to support peacekeeping operations by developing more detailed and useful key planning documents, including each mission's Operational Estimate, military Concept of Operations, Rules of Engagement, Force Requirements, Directive to the Force Commander and Military Capability Studies. The increase in staff numbers has also enabled the Service to conduct continual reviews, annual formal updates, and updates of existing planning documents to reflect Security Council resolutions, enhancing the timeliness, accuracy and relevance of support provided to peacekeeping operations and the Services alike. For example, the Military Planning Service is now able to expedite the update of force requirements documentation, which will assist the Force Generation Service in engaging potential troop-contributing countries. This is a significant change since previous staffing levels precluded the ability of desk officers to conduct such frequent reviews of military planning documentation for all peacekeeping operations.

21. The strengthening of the Office has enabled a Military Operational Advisory Team to be established within the Service to fill a technical military capability gap and complement the work of the Integrated Training Service. The preparation of forces for Darfur revealed that, while training remains the responsibility of troop-contributing countries, the United Nations should be enabled to provide a greater degree of mission-specific advice and guidance on current military trends, operational tasks and the challenges facing United Nations peacekeeping in order to assist in predeployment preparations. The Department of Peacekeeping Operations has developed training on mission-specific operational military issues to assist troop-contributing countries to better prepare their personnel and has developed an ongoing predeployment visit programme led by the Team. This support has already enhanced the ability of Member States to contribute to peacekeeping operations and will continue to improve the efficiency of force generation.

B. Force Generation Service

22. The Force Generation Service executes the central role performed by the Office for the generation and rotation of the military forces required for effective United Nations peacekeeping. The Service has three key functions. First, it generates, rotates and administers formed military units, staff officers, military experts and United Nations contracted military personnel. Second, it ensures that contributions meet operational requirements, including by means of predeployment visits. Third, it supports troop-contributing countries in negotiating memorandums of understanding with the Department of Field Support. In addition, the Service is responsible for military-specific personnel administration issues and policies related to the appointment, employment and conditions of service of military units and individuals in the field. This responsibility includes: (a) policy advice and action in regard to disciplinary matters following formal inquiry and investigation; (b) the processing of honours and awards, including United Nations service medals; and (c) matters related to the conditions of employment of military personnel in the field.

23. The Service is also responsible for maintaining United Nations records of military service by individuals, updating a database on the military contributions of Member States to United Nations missions, being the focal point within the Department of Peacekeeping Operations for the United Nations Standby Arrangements System and coordinating technical military advice from the other Services during negotiations with troop-contributing countries on contingent-owned equipment.

24. The strengthening of the Office has enabled the Force Generation Service to meet all core force generation requirements and to reinforce both the military personnel and standby arrangements teams that hitherto had been used to augment the force generation capability during the start-up of new missions. The allocation of new professional staff has already enabled better management of the increasing number of troops, particularly individuals, deployed to United Nations peacekeeping operations. Strengthening of the Standby Arrangements Team has given the team the depth and flexibility to increase the number of United Nations Standby Arrangements System briefings to Member States. A specific benefit is the additional time and effort that is being devoted to bringing emerging troop-contributing countries into the Standby Arrangements System and the provision of the expert assistance required to enable emerging troop-contributing countries to participate in United Nations peacekeeping operations. Overall, the strengthening of the Office has given the Force Generation Service the resources needed to streamline the force generation process by facilitating the ability of the Service to rapidly complete tasks. These tasks include developing force generation documentation, specifically memorandums of understanding; planning for the conduct of, and follow up to, predeployment visits; coordinating reconnaissance visits by troop-contributing countries; and conducting contingent-owned equipment negotiations. In addition, the strengthening has enhanced the ability of the Service to support the Military Planning Service in the generation of force requirements. As a consequence, the military components of current and potential peacekeeping operations are now better able to contribute effectively and efficiently to United Nations peacekeeping operations.

25. The Force Generation Service will have a closer rapport with Member States as a result of the additional time and effort devoted to improvements in the following areas: (a) reduced deployment times, achieved by regular dialogue with Member States concerning the movement planning tool, timeline benchmarks for deployment and updated tables of organization and equipment; (b) a greater capacity to conduct capability assessment visits to emerging troop-contributing countries, evidenced by a twofold increase in such visits in 2009 compared to previous years; (c) an improved Service-wide ability to work with the permanent missions to the United Nations on their specific areas of concern, such as their ability to provide troops, and major equipment for peacekeeping operations; and (d) encouragement of partnerships between Member States to overcome force generation insufficiencies.

C. Current Military Operations Service

26. The Current Military Operations Service is responsible for monitoring the routine and non-routine operations of all United Nations military components in the field. This includes collating military information related to activities, operations, trends and developments in order to assess the progress made towards the achievement of military strategic objectives and thereby measure the effectiveness of military operations. The Service also provides detailed information on military operations in the field to enhance the current situational awareness of the Office of Military Affairs, the Departments of Peacekeeping Operations and Field Support and actively contributes to crisis response activities.

27. The Service has several functions that support Member States, military elements deployed to the field, the leadership of the Departments of Peacekeeping Operations, Political Affairs and Field Support, as well as other areas of the Organization and regional organizations, as appropriate, including:

(a) Providing oversight, guidance and support for military components deployed to the field;

(b) Providing information to troop-contributing countries on the current military situation and technical repatriations;

(c) Monitoring the military situation in mission areas, executing in-depth analysis and contributing to the crisis response efforts of the Department of Peacekeeping Operations;

(d) Maintaining data sheets, maps and current briefing packs to enhance situational awareness for the Department of Peacekeeping Operations, the Secretariat, the Security Council and Member States;

(e) Coordinating and holding briefing sessions for incoming and outgoing senior military commanders and heads of military components and analysing their end-of-assignment reports;

(f) Coordinating and providing support for all private and informal meetings between the Security Council and troop-contributing countries;

(g) Facilitating field visits by troop-contributing country representatives, including the military and police advisers community;

(h) Organizing the annual heads of military components conference and supporting the military intermission conferences;

(i) Organizing or assisting in field visits by senior leaders from United Nations Headquarters in New York;

(j) Reviewing all military-related boards of inquiry and coordinating the response of the Office of Military Affairs to disciplinary issues;

(k) Providing input to the Directive to the Force Commander;

(l) Coordinating the inputs of the Office of Military Affairs to the results-based budgeting frameworks of peacekeeping operations for final coordination and integration by the integrated operational teams;

(m) Following up with military components deployed to the field, the situation centre and troop-contributing countries on casualty notification, including the dispatch of letters of condolence.

28. The strengthening of the Office of Military Affairs has enabled the Current Military Operations Service to fulfil all key tasks with greater intensity and depth, thus enhancing the ability of the Department of Peacekeeping Operations to provide military strategic oversight and management of increasingly challenging military operations. The addition of Professional military officers has enabled the Service to comprehensively monitor, analyse and report on all current operations and enhance the Office's level of situational awareness on key issues. Whereas previous staffing levels precluded the ability of desk officers to assimilate all mission reporting, including some routine reporting, the officers are now able to analyse over 350 reports comprising daily, monthly, annual, end-of-assignment and after-action reports. This change has enabled increased oversight and responsiveness, greater accuracy in the information on mission databases, follow-up action that is more prompt and a higher level of guidance and support on current operations issues for Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat.

29. The strengthening of the Office has also enabled the Current Military Operations Service to plan, organize and provide substantial support to key conferences, such as the annual heads of military components conference, in support of enhancing current peacekeeping operations. In December 2008, the Service supervised and supported the first inter-mission conference (United Nations Mission in the Central African Republic and Chad/African Union-United Nations Hybrid Operation in Darfur/United Nations Mission in the Sudan/United Nations Organization Mission in the Democratic Republic of the Congo) in Addis Ababa and will continue to support this activity on a quarterly basis. The Service also supported the past three West African missions military conferences (United Nations Mission in Liberia/United Nations Operation in Côte d'Ivoire) in February, May and August 2009 and the past two Middle East missions conferences (United Nations Interim Force in Lebanon/United Nations Disengagement Observer Force/United Nations Truce Supervision Organization) in July and October 2009. This level of support was not possible under previous staffing arrangements.

D. Assessment Team

30. The strengthening of the Office has enabled authorization of a limited capacity to address the proposal of the Secretary-General to provide a new capability within the Office of Military Affairs to deliver proactive, timely, accurate and detailed analysis of the strategic military and threat situations in current and potential peacekeeping operations. The Assessment Team will anticipate and respond to critical military and threat information requirements enhancing force protection and senior decision-making by providing operational and strategic level analytical products to support the United Nations military components of peacekeeping operations and special political missions.

31. The Assessment Team structure reflects the regional structures in the Department of Peacekeeping Operations, ensuring a direct supporting link for all matters related to military information analysis between the Office of Military Affairs, the integrated operational teams and the military components of the peacekeeping operations and special political missions.

32. The principal functions of the Assessment Team are to produce and disseminate operational and strategic military assessments resulting from the collation and analysis of military and other threat information, responding to the information requirements of the Office of Military Affairs, the Department of Peacekeeping Operations and other clients. The activities of the Assessment Team complement the management of current military operations, including crisis response, and support planning for the military components of potential United Nations peacekeeping missions. The capacity of the Assessment Team enhances the protection of United Nations military and civilian elements in the field through proactive and timely information on potential threats, enhances operational effectiveness and crisis response and improves planning and decision-making.

33. The Assessment Team provides detailed military analysis and assessments to complement the comprehensive assessments of the Situation Centre. The Assessment Team performs its role in coordination with the Situation Centre, the focal point for security within the Departments of Peacekeeping Operations and Field Support, and the Office of Operations. In coordination with the focal point for security, the Assessment Team also works closely with the Department of Safety and Security, which is responsible for the protection of United Nations civilian personnel, to ensure that military security analysis is appropriately validated and disseminated. During a crisis, the Assessment Team facilitates the delivery of time-sensitive information to troop- and police-contributing countries when events pose a direct threat to United Nations military and police, United Nations personnel and property. The Assessment Team also plays an important role in providing validated information and data support to staff of the Office of Military Affairs who are planning new missions or adjusting the operational concept for existing operations, generating forces or monitoring current operations.

34. The Assessment Team collates, analyses, processes and disseminates information obtained through open sources and coordination with online resources, United Nations organizations and partners, the military components of peacekeeping operations and special political missions, Member States and regional actors. The Team undertakes military information assessments, preparing focused responses to critical information requirements.

35. Assessments are focused on a set of specific, prioritized issues and critical information requirements developed by or on behalf of clients. Priorities are responsive to ever-changing global requirements. The Military Adviser is the final arbiter of Assessment Team priorities.

36. Assessment Team regional desk officers ensure that operational information provided by the military components of peacekeeping operations and special political missions is integrated with other indices to inform United Nations military strategic planning and advice. A focus on strategic areas or regions of interest, particularly those comprising a number of the military components of peacekeeping operations and special political missions with influence on each other, allow regional dynamics to be better analysed in support of strategic planning and crisis response. Integrated regional threat assessments, developed independently but mindful of Situation Centre and Department of Safety and Security analyses, contribute to a broader perspective, with the objective of improving the safety and security of all United Nations civilian and military personnel and of providing indicators and warnings.

37. The Assessment Team develops, updates and coordinates information analysis products relevant to United Nations Headquarters, the military components of peacekeeping operations and special political missions and other clients. These products collate information from military sources, the Situation Centre, the Department of Safety and Security, United Nations agencies, funds and programmes and open sources, which are analysed from the perspective of military capacities and threats to each of the military components of peacekeeping operations and special political missions. Within the Assessment Team regional elements, mission-specific analyses are incorporated into broader regional contexts within the Department of Peacekeeping Operations or Department of Political Affairs (for political missions containing military personnel). These analyses contribute to wider threat and risk assessment efforts on the precise nature of the operating environment as it applies to both armed and unarmed field personnel. These products both inform and are informed by Situation Centre reports and Department of Safety and Security risk assessments to ensure that the widest possible spectrum of specialist analysis is harnessed and coordinated.

E. Policy, Liaison and Doctrine Team

38. The strengthening of the Office of Military Affairs has enabled the Office to formally establish the Policy, Liaison and Doctrine Team. Previously, the requirements for military policy, doctrine and capability development were handled by staff who were also responsible for planning of the evaluation by the Department of Peacekeeping Operations of peacekeeping operations, liaison with partners, civil-military coordination, military planning and force generation. As a result, the Office could not pursue all policy and related tasks mandated by the Department of Peacekeeping Operations and provide timely and effective guidance to the military components of peacekeeping operations.

39. Strengthening of the Office of Military Affairs has enabled the Office to draft military policy guidelines and directives in support of the Office's vision, mission and goals. The Policy, Liaison and Doctrine Team is able to identify and contribute towards filling essential gaps in United Nations military policy and doctrine;

identify ways and make proposals to enhance the technical capability of military contingents in peacekeeping missions; pursue activities to facilitate understanding among troop-contributing countries of critical issues and challenges pertaining to contemporary peacekeeping; draw on lessons learned in peacekeeping operations; and define the necessary concept for and develop an appropriate policy framework and response. Since the establishment of the Policy, Liaison and Doctrine Team, the Office of Military Affairs has also been able to participate in 58 guidance development projects on cross-cutting issues, ensuring that the guidance document envisaged echoes or articulates the views of the Military Adviser, the Department's principal adviser for military matters. The Team outputs are further reflected in United Nations working group discussion papers, interdepartmental task force documentation, Secretary-General reports and speeches and supporting material for peacekeeping missions and troop-contributing countries. The Military Adviser confirms and adjusts priorities on the development of the major documents and efforts of the Team.

40. The Team focuses on supporting several priority issues whose effective resolutions are expected to improve the way the United Nations conducts peacekeeping operations and activities. The strengthening of the Office has enabled the Team to pursue four key projects that have been identified to be critical by United Nations conferences, including on the theme "Women targeted or affected by armed conflicts: what role for military peacekeepers?" and on robust peacekeeping, conducted with the top 30 troop-contributing countries and other Member States in May 2008 and 2009, respectively. These projects involve developing guidance on mandate implementation to enable leaders at all levels (force commanders, deputy force commanders, brigade/sectors, battalion and company commanders) to understand the responsibility of peacekeepers to address sexual violence and to conduct appropriate training for their subordinates and drafting policies and doctrines that will lead to greater clarity and understanding of such concepts as robust peacekeeping, the protection of civilians and operational readiness tests. The guidelines on these significant priorities are in addition to policy issues and activities for which the Team has already produced drafts for consideration, on issues such as the Department of Peacekeeping Operations/Department of Field Support concept on robust peacekeeping; modern technology for improved situational awareness in missions; gender guidelines for military peacekeepers; guidelines on denial/destruction of contingent-owned equipment; civil-military coordination in United Nations peacekeeping integrated missions; and foundations for more responsive military support to peacekeeping operations.

F. Military mission start-up or surge capacity

41. The United Nations Standby Arrangements System provides a guide to available resources within set time frames, but provides no guarantee of troop contribution by Member States. In his report (A/62/752), the Secretary-General therefore identified that the ability to provide military personnel to support the start-up of a new mission or surge in support of an existing mission remained a critical deficiency. Accordingly, the Office of Military Affairs proposed to develop an organic capability to assist meeting that demand. Subsequently, in its resolution 63/280, the General Assembly endorsed the proposals, recommendations and conclusions of the Special Committee (see A/63/19), including the request of the

Committee for the Secretariat to address the issue of start-up and surge capacity, including through the idea of temporary dedicated mission cells within the Office, staffed with personnel provided by participating troop-contributing countries. In this regard, the Office of Military Affairs has identified three related but separate requirements for consideration by Member States: (a) for a new mission: a mission start-up capability that could deploy rapidly to the peacekeeping operation to bridge the gap between a Security Council mandate and the arrival of contingents from troop-contributing countries; (b) for an existing mission: a surge capability that could rapidly deploy to the peacekeeping operation to temporarily reinforce and support a military field headquarters; (c) for either a new or an existing peacekeeping operation: a temporary dedicated mission cell within the Office of Military Affairs, staffed with Office personnel and augmented with personnel from troop-contributing countries, depending on mission-specific requirements.

42. The strengthening of the Office of Military Affairs has enabled the Office to have the capacity to provide up to 14 mission critical staff to form the nucleus of a military force headquarters able to rapidly deploy to support the start-up of a new peacekeeping operation or the expansion of an existing peacekeeping operation. To ensure deployment of a staff component with suitable skills, knowledge and experience, the Military Adviser would examine the mission requirements and situation and tailor the component accordingly. It might comprise a small number of specialist officers to strengthen an existing operation or up to 14 military staff to provide the core functional areas of a military force headquarters for a new operation, such as the commander, a military assistant, three personnel/administration staff, five intelligence/operations staff and four planning staff. Officers with the required skills, knowledge and experience would deploy to the peacekeeping operation, and staffing arrangements within the Office would be temporarily adjusted to cover the primary responsibilities of deployed military staff.

43. The mission start-up or surge staff would have immediate credibility, be able to use the United Nations system to rapidly develop the new mission's capability and therefore accelerate the new mission's ability to reach initial operational capability. For an existing mission that requires a surge capacity to cope with a planned or unexpected event, the relevant Office of Military Affairs desk officers would form the core of the team, rapidly deploy to the mission area and immediately assist in strengthening the military component of the mission. The Military Adviser, in conjunction with the receiving mission, could request the Executive Office of the Departments of Peacekeeping Operations and Field Support to assign any Office of Military Affairs seconded officer on temporary duty for a period for up to 90 days. Should the requirement for mission start-up or surge staff extend beyond three months, the Military Adviser would ensure that there is a seamless transition of rotations so that no officer would serve beyond 90 consecutive days.

44. In addition, such personnel could be used to create the nucleus of a temporary dedicated mission — or crisis — cell within the Office of Military Affairs, augmented if necessary by qualified military personnel from interested troop-contributing countries under appropriate administrative arrangements. Enhancement of the Office has provided the Office with the necessary expertise for current levels of naval, ground and air operations. In the view of the Office of Military Affairs, it is more efficient in terms of time and experience to have the majority of crisis cell personnel come from within the Office of Military Affairs since these personnel

already understand the United Nations system and have already been working on the crisis prior to the cell's creation.

45. Notably, given its strength, the Office of Military Affairs is unable to provide the nucleus of the military component of a new mission and augment an existing mission simultaneously. Hence, should such a requirement occur simultaneously, the support provided by the Office of Military Affairs would need to be augmented by the military personnel of Member States.

46. In summary, as a result of the enhancement, the Office of Military Affairs now has the capacity to deploy up to 14 military staff to support a new mission, or a surge, with rotations after three months at any one time, or create a temporary dedicated mission cell consisting of Office of Military Affairs and troop-contributing country personnel. The ability of the Office of Military Affairs to support each of these potential requirements will, without additional reinforcement, be limited by the availability of individual subject matter expertise and by the inability to provide simultaneous support to each potential task. Beyond this capability, the means to reinforce the Office of Military Affairs would have to be pursued.

G. Ability to absorb Strategic Military Cell functions

47. As a result of the month-long hostilities between Hizbullah and Israel in Lebanon in 2006, the Security Council, in its resolution 1701 (2006), authorized an increase in the force strength of the United Nations Mission in Lebanon (UNIFIL) to 15,000 troops (from 2,000). Subsequently, the Secretary-General identified the need to strengthen the former Military Division (now the Office of Military Affairs) to effectively support the scope and complexity of military tasks to be performed by UNIFIL (see S/2006/670 and S/2006/730).

48. In response to that need, the Strategic Military Cell was created on 12 September 2006, with the full complement of expert military capacities to ensure that the expansion, deployment and additional mandated responsibilities of UNIFIL were conducted with, and supported by, sufficiently dedicated capabilities, employing best practices and lessons learned from contemporary military planning and strategic guidance. The Strategic Military Cell was established by drawing on the institutional expertise of the Office of Military Affairs and was staffed by officers from key troop-contributing countries. It reached a maximum strength of 32 staff on 15 December 2006. UNIFIL has subsequently become the third largest United Nations peacekeeping mission and continues to operate in a volatile and high threat environment.

49. The key tasks of the Strategic Military Cell are to:

(a) Monitor, assess, report and/or advise on UNIFIL operations to Member States, the Security Council, the leadership of the Department of Peacekeeping Operations and the Secretariat;

(b) Ensure that forces are employed in accordance with the UNIFIL military-strategic concept of operations;

(c) Provide technical military advice and direction to the head of the UNIFIL military component, consistent with the political direction of the Under-Secretary-General for Peacekeeping Operations;

(d) Review the UNIFIL military-strategic concept of operations and, in consultation with Department of Peacekeeping Operations senior management, recommend any adjustments to the Under-Secretary-General for Peacekeeping Operations;

(e) Review and update, as required, key mission documentation, such as the UNIFIL force requirements and rules of engagement;

(f) Conduct military planning in accordance with direction from the Under-Secretary-General for Peacekeeping Operations.

50. Pursuant to the strengthening of the Office of Military Affairs approved by the General Assembly in resolution 62/250, the Strategic Military Cell began to progressively hand over its functions to the Office. In its resolution 62/265, the Assembly requested the Secretary-General to assess whether the strengthening of the office had provided sufficient capacity and capability to meet the target date of 30 June 2010 for termination of the Strategic Military Cell.

51. The Department of Peacekeeping Operations therefore developed a "road map to transition", which directed the Strategic Military Cell to liaise closely with its counterparts in the Office of Military Affairs, to participate with the Office in all activities, to pass the "lead" to the Office no later than April 2010 and to repatriate all Strategic Military Cell positions by 1 July 2010. On 1 July 2008, the Strategic Military Cell and the Office of Military Affairs commenced the transition towards the Office absorbing all the current functions of the Strategic Military Cell and reviewed the allocation of Strategic Military Cell staff against specific staff functions, the challenging nature of the UNIFIL mission and the specified and implied tasks. Notably, whereas the Strategic Military Cell has a single mission focus, the Office of Military Affairs is responsible for UNIFIL force generation tasks, allocating planning officers to support the UNIFIL deployment, prioritizing development of the Assessment Team and the Current Military Operations Service to support the UNIFIL intelligence function and conducting recruitment of specialized air and maritime planning officers within the Military Planning Service. In addition, the Office of Military Affairs will continue to coordinate with the Office of Operations and the Department of Field Support and to use an integrated approach to ensure the highest possible level of support for UNIFIL.

52. At the same time, the military component of UNIFIL has developed its capability and become less reliant on support from the Strategic Military Cell. Moreover, since deployment of the strengthened military force to UNIFIL in 2006, the Office of Military Affairs (formerly the Military Division) has continued to play a critical role in the force generation aspects of the military component of the Mission. These facts, coupled with support from the Office of Military Affairs, the Office of Operations and the Department of Field Support enabled the Strategic Military Cell to reduce its staff to 25 positions by December 2008 and to 17 positions by September 2009.

53. The enhancement has enabled the Office of Military Affairs to improve its capacity to provide strategic guidance and technical expertise, develop an organic intelligence collation and assessment capability and recruit personnel with specialist

maritime expertise. By the target date of 30 June 2010, the Office of Military Affairs will be fully capable of monitoring the Mission, providing enhanced oversight and guidance, providing strategic level military expertise, and ensuring that military plans and guidance are consistent with the Organization's approach, policy and procedures. In addition, the Office of Military Affairs will continue to coordinate with UNIFIL headquarters on all aspects of maritime and land operations, with the Department of Peacekeeping Operations Situation Centre in monitoring the situation in Lebanon and with the Department of Field Support on logistics, finance and personnel support issues.

54. As a result of the 08/09 enhancement, the Office of Military Affairs will have the capacity to fully absorb all key functional responsibilities of the Strategic Military Cell by 30 June 2010, at the latest, without degrading its current high-level support to Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat.

VI. Priority areas for future enhancement

55. The strengthening of the Office has enabled it to qualitatively enhance its capability at the Professional desk officer level, but there are also particular areas where the Office remains weak. For example, the strengthening focused on the Professional level, and there was not a commensurate increase in the number of General Service staff, which has created an unsustainable workload on these individuals. An increase in administrative support would hasten the processing of documentation, accelerate the induction of seconded military officers (a third of which rotate each year) and expedite their familiarization with standard United Nations procedures for correspondence, drafting of reports, official travel and mandatory United Nations training; and relieve Professional staff from having to complete administrative tasks, thus enhancing their effectiveness. In addition, the enhancement did not address the requirement to ensure continuity, stability and the retention of knowledge and experience within the Office of Military Affairs, an important capability currently lacking in the Office due to the frequent turnover of senior-level personnel. The conversion of a few existing military officer positions to civilian positions would therefore enhance continuity in the Office of the Military Adviser as well as at the Service and Team levels within the Office of Military Affairs. Such an investment would enable the Office of Military Affairs to better meet all critical tasks in support of Member States, military elements deployed to the field, the leadership of the Department of Peacekeeping Operations and the Secretariat. Justification for the continuation of the resources approved under the strengthening of the Office and any required adjustments will be reflected in the budget for the support account for peacekeeping operations for the period from 1 July 2010 to 30 June 2011.

VII. Conclusions

56. The strengthening of the Office of Military Affairs has significantly enhanced the ability of the Office to support United Nations peacekeeping operations. The Office is now better equipped to provide strategic direction and oversight, conduct timely, accurate and detailed threat analysis, undertake strategic and operational

planning, meet rapid deployment timelines, assist emerging troop-contributing countries and provide specialized expertise in critical areas of activity. The enhancement has also enabled the Office to further develop its level of situational awareness — a key capability that will improve proactive decision-making at the strategic and operational levels, as well as clearer direction and responsiveness in support of senior United Nations leadership in New York, force commanders in the field and troop-contributing countries. In addition, the strengthening of the Office has enabled the Office to develop a limited mission start-up and surge capacity and to meet the target date of 30 June 2010 for the Strategic Military Cell to cease operations. Collectively, these capabilities have enabled the United Nations to improve its ability to support current military operations in demanding environments and to adapt to future challenges.

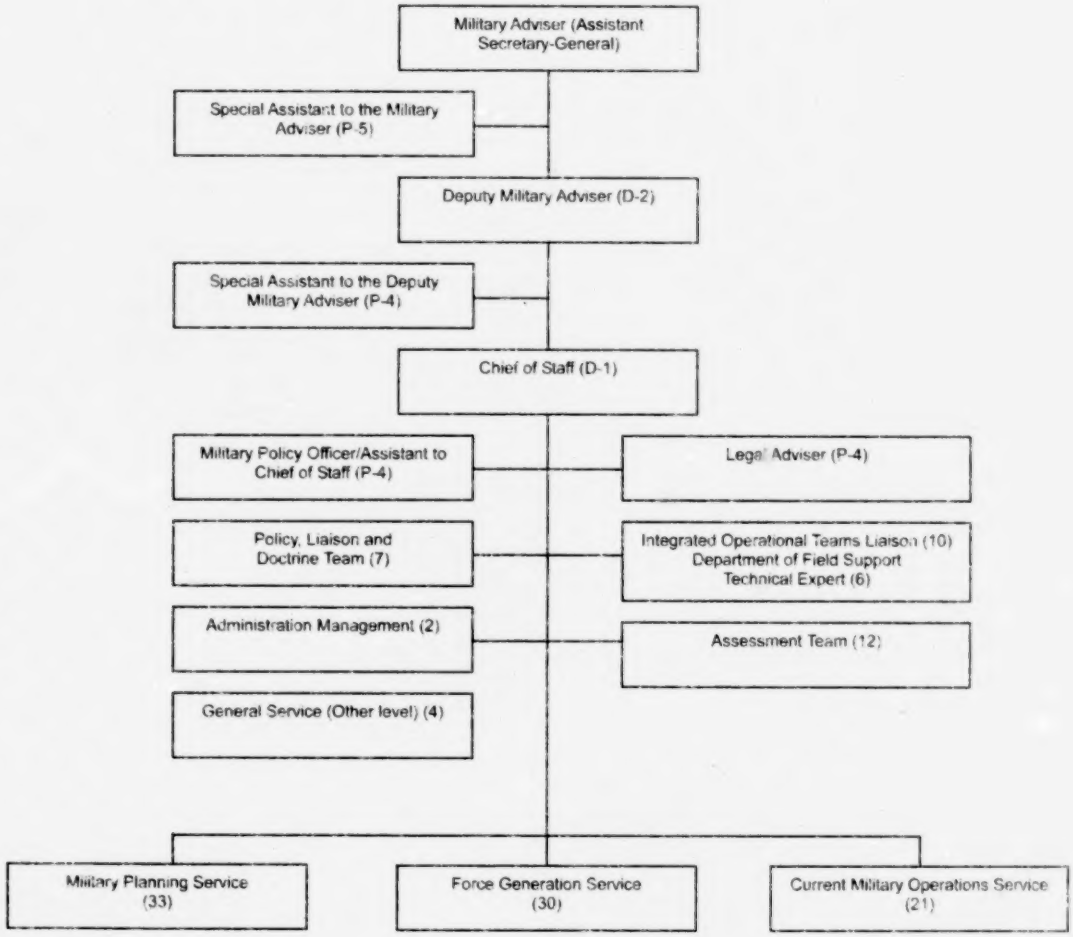
57. The full effects of the enhancement are likely to enable the Office of Military Affairs to achieve further gains through improved reporting to the Security Council, the General Assembly, other intergovernmental bodies and troop-contributing countries and to allow for more fully informed decisions on issues relating to peacekeeping; to effect the rapid deployment and establishment of peacekeeping operations in response to Security Council mandates; and to increase the efficiency and effectiveness of peacekeeping operations. Moreover, the Office has developed comprehensive measures of effectiveness for Service Chiefs, Team Leaders and the leadership within the Office of the Military Adviser to manage the achievement of actual gains against anticipated gains, once all new authorized personnel have completed induction into the United Nations system and have become fully operational.

VIII. Action to be taken by the General Assembly

58. The General Assembly may wish to take note of the present report on the impact of the strengthening of the Office of Military Affairs.

Annex

Organization chart of the Office of Military Affairs as at 1 July 2008


Military Adviser (Assistant Secretary-General)
Special Assistant to the Military Adviser (P-5)
Deputy Military Adviser (D-2)
Special Assistant to the Deputy Military Adviser (P-4)
Chief of Staff (D-1)
Military Policy Officer/Assistant to Chief of Staff (P-4)
Legal Adviser (P-4)
Policy, Liaison and Doctrine Team (7)
Integrated Operational Teams Liaison (10)
Department of Field Support Technical Expert (6)
Administration Management (2)
Assessment Team (12)
General Service (Other level) (4)
Military Planning Service (33)
Force Generation Service (30)
Current Military Operations Service (21)